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ORIGIN EUR-12

INFO OCT-01 IO-13 ISO-00 SS-15 SIG-01 DLOS-06 SAL-01 CU-02

CIAE-00 DODE-00 PM-04 H-02 INR-07 L-03 NSAE-00 NSC-05

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FM SECSTATE WASHDC

TO AMEMBASSY HELSINKI PRIORITY

AMEMBASSY STOCKHOLM PRIORITY

AMEMBASSY VIENNA PRIORITY

AMEMBASSY BERN PRIORITY

AMEMBASSY BELGRADE

AMEMBASSY DUBLIN

USMISSION NATO

AMEMBASSY MADRID

AMEMBASSY ROME

INFO ALL NATO CAPITALS

AMEMBASSY BERLIN

AMEMBASSY BUCHAREST

AMEMBASSY BUDAPEST

AMEMBASSY MOSCOW

AMEMBASSY WARSAW

AMEMBASSY PRAGUE

USMISSION EC BRUSSELS

AMEMBASSY NICOSIA

AMEMBASSY VALLETTA

USMISSION USBERLIN

USMISSION GENEVA

AMCONSUL STRASBOURG

AMEMBASSY SOFIA

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C O N F I D E N T I A L STATE 283196

ROME FOR AMBASSADOR LODGE'S OFFICE

E.O. 11652: GDS

TAGS: PFOR, CSCE

SUBJECT: CONSULTATIONS WITH NEUTRAL NON-ALIGNED STATES
ON CSCE IMPLEMENTATION

REF: A) STATE 177231; B) DUBLIN 2421

1. WE WISH TO CONTINUE OCCASIONAL CONSULTATION AND EXCHANGE OF INFORMATION WITH CERTAIN NEUTRAL STATES ON CSCE IMPLEMENTATION. THEREFORE YOU SHOULD, AS PREVIOUSLY, MAKE LOW-KEY PRESENTATION TO WORKING LEVEL OFFICIALS RESPONSIBLE FOR CSCE, DRAWING ON FOLLOWING POINTS AND INDICATING THAT WE VIEW CONTINUATION OF SUCH CONTACTS AS HIGHLY DESIRABLE PRIOR TO BELGRADE MEETINGS NEXT YEAR. AS IN THE PAST, YOU SHOULD INDICATE THAT THESE ITEMS ARE AMONG THE MOST SIGNIFICANT CSCE DEVELOPMENTS OF WHICH WE ARE AWARE, AND THAT WE WOULD BE INTERESTED IN THE VIEWS OF HOST GOVERNMENT ON CSCE ACTIVITIES, PARTICULARLY CONCERNING THE BELGRADE FOLLOW-UP MEETING.

2. --A. BELGRADE MEETINGS. WE HAVE BEGUN TO CONSIDER, AS HAVE OTHER WESTERN NATIONS WITH WHICH WE HAVE HAD CONTACT, THE PROPER OBJECTIVES AND PRIORITIES FOR BELGRADE. IN OUR VIEW, THE MEETING SHOULD SERVE THE FUNDAMENTAL OBJECTIVE OF BRINGING ABOUT MEANINGFUL IMPLEMENTATION OF THE COMMITMENTS

CONTAINED IN THE FINAL ACT. THIS DOES NOT MEAN THAT WE SEEK RECRIMINATION OR CONFRONTATION, NOR THAT OUR FOCUS WILL BE EXCLUSIVELY ON BASKET III ISSUES. NONETHELESS, BELGRADE DOES OFFER THE OPPORTUNITY FOR THOROUGH REVIEW OF THE IMPLEMENTATION RECORD WITH A VIEW TOWARDS ENCOURAGING FURTHER PROGRESS IN THOSE AREAS IN WHICH THE IMPLEMENTATION RECORD HAS BEEN POOR.

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-- B. INFORMATION. WE HAVE NOTED NO PERCEPTIBLE CHANGE IN SOVIET AND EAST EUROPEAN PRACTICES IN THIS AREA.

THE SOVIETS HAVE, HOWEVER, INCREASED THEIR CRITICISM OF THE WEST'S IMPLEMENTATION RECORD, CLAIMING THAT MORE WESTERN BOOKS AND FILMS ARE AVAILABLE IN THE EAST THAN VICE VERSA. IT APPEARS TO US THAT AGGRESSIVE EASTERN POSITION ON BOOKS AND FILMS, AS WELL AS ON WESTERN VISA REFUSALS, RADIO BROADCASTING, ETC., IS ESSENTIALLY EXERCISE IN PREPARATION OF SOVIET AND EASTERN EUROPEAN DEFENSES FOR THE BELGRADE MEETINGS.

-- C. RADIO BROADCASTING. ON AUGUST 28, SECRETARY KISSINGER IN A LETTER TO THE BOARD FOR INTERNATIONAL BROADCASTING, WHICH SUPERVISES RADIO LIBERTY AND RADIO FREE EUROPE, REAFFIRMED US SUPPORT OF RL AND RFE AND REJECTED CHARGES BY EASTERN MEDIA AND OFFICIALS THAT RL AND RFE BROADCASTS CONTRAVENE THE FINAL ACT. THE SECRETARY'S LETTER ALSO STATED THAT A CESSATION OF JAMMING OF BROADCASTS WOULD BE IN KEEPING WITH THE FINAL ACT PROVISIONS.

-- D. FAMILY REUNIFICATION. ALTHOUGH ABSOLUTE NUMBERS REMAIN SMALL, WE HAVE NOTED A SUBSTANTIAL INCREASE DURING THE FIRST SIX MONTHS OF 1976 IN THE NUMBERS OF SOVIET EMIGRANTS GRANTED EXIT PERMITS FOR THE US. APPROXIMATELY 1300 PERSONS WERE PROCESSED FOR EMIGRATION TO THE US DURING THIS PERIOD, A FIGURE MORE THAN TWICE THAT OF ANY PREVIOUS SIX MONTH PERIOD. THIS CHANGE INVOLVES ALMOST ENTIRELY ARMENIAN EMIGRANTS, WHO NOW MAKE UP TWO-THIRDS OF ALL EMIGRANTS TO THE US FROM THE USSR. PROGRESS IN RESOLUTION OF CASES ON OUR REPRESENTATION LIST OF DIVIDED FAMILIES HAS CONTINUED AT ABOUT THE SAME SPEED AS PRIOR TO CSCE. THE ONLY CHANGE IN DIVIDED FAMILY CASES THAT WE HAVE NOTED AMONG EASTERN EUROPEAN COUNTRIES IS IN CZECHOSLOVAKIA, WHERE

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IN EARLY NOVEMBER A FOREIGN MINISTRY OFFICIAL INFORMED US THAT A DECISION HAD BEEN MADE TO RESOLVE SEVERAL CASES INVOLVING CHILDREN WHO WISHED TO REJOIN THEIR PARENTS WHO HAD LEFT THE COUNTRY "ILLEGALLY" (I.E. WITHOUT OFFICIAL PERMISSION) AFTER THE 1968 INVASION. WE UNDERSTAND CZECHOSLOVAKIA IS TAKING THE SAME STEP IN REGARD TO OTHER WESTERN COUNTRIES. WE WOULD BE INTERESTED IN LEARNING WHAT PROGRESS, IF ANY, HAS BEEN ACHIEVED BETWEEN YOUR COUNTRY AND THE EASTERN STATES IN FAMILY REUNIFICATION.

-- E. BILATERAL IMPLEMENTATION ARRANGEMENTS. WE UNDERSTAND THE HUNGARIANS AND TO LESSER EXTENT,

CZECHOSLOVAKS, HAVE SUGGESTED BILATERAL IMPLEMENTATION AGREEMENTS WITH A NUMBER OF STATES, NOT INCLUDING US. SUCH PROPOSALS SHOULD NOT SUBSTITUTE FOR UNILATERAL IMPLEMENTATION OF FINAL ACT PROVISIONS WHICH HAVE ALREADY BEEN AGREED. MANY FINAL ACT COMMITMENTS DO NOT REQUIRE ANY FURTHER IMPLEMENTATION ARRANGEMENTS.

-- F. MANEUVER NOTIFICATION AND OBSERVER INVITATIONS. THE EAST'S RECORD IN THIS AREA IS MODERATELY ENCOURAGING THUS FAR, AND THERE IS NO INDICATION THE EASTERN STATES HAVE FAILED TO NOTIFY A MAJOR MILITARY MANEUVER. IN AUGUST THIS YEAR, US NOTIFIED TWO MAJOR MANEUVERS - GORDIAN SHIELD AND LARES TEAM. IN SEPTEMBER, US NOTIFIED EASTERN STATES OF MILITARY EXERCISE "BONDED ITEM." ON AUGUST 19, POLAND NOTIFIED US OF 35,000 MAN WARSAW PACT MANEUVER CALLED SHIELD-76. ON OCTOBER 18 HUNGARY NOTIFIED US OF 18,000 MAN JOINT HUNGARIAN-SOVIET EXERCISE WHICH BEGAN SAME DAY IN HUNGARY. WHILE WESTERN OBSERVERS HAVE ATTENDED EASTERN MANEUVERS TO WHICH THEY ARE INVITED, WARSAW PACT STATES HAVE DECLINED INVITATIONS TO VIEW NATO MANEUVERS IN WHICH US PARTICIPATED.

-- G. JOINT LEGISLATIVE-EXECUTIVE CSCE COMMISSION. COMMISSION, WHICH WAS CREATED IN JUNE, 1976, HAS BEGUN ITS WORK OF MONITORING CSCE IMPLEMENTATION AND ENCOURAGING CONFIDENTIAL

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US GOVERNMENTAL AND PRIVATE PROJECTS AIMED AT FURTHERING THE GOALS OF CSCE. THE ADMINISTRATION FULLY SUPPORTS THE WORK OF THE COMMISSION. IN CONNECTION WITH RECENT STUDY TRIP TO EUROPE, COMMISSION WAS DENIED VISAS BY EASTERN EUROPEAN STATES (EXCEPT YUGOSLAVIA) AND USSR. THE US IS MAKING DEMARCHES TO THE USSR AND EASTERN EUROPEAN STATES, REGRETTING VISA REFUSALS.

3. FOR USNATO: YOU MAY INFORM ALLIES IN POLADS THAT US IS EMBARKING ON ANOTHER ROUND OF COMPARING NOTES

ON CSCE IMPLEMENTATION WITH CERTAIN NEUTRAL STATES. YOU MAY ALSO PROVIDE OUTLINE OF FOREGOING PRESENTATION.

4. FOR DUBLIN: FOREGOING PROVIDES RUNDOWN OF CSCE ACTIVITIES WHICH MAY BE OF INTEREST TO IRISH. IN REGARD TO PARA 3, REF B, WE HAVE NO SPECIFIC SUGGESTIONS FOR FITZGERALD TRIP, EXCEPT THAT HE MAY WISH TO URGE SOVIET IMPLEMENTATION IN SUCH BASKET III AREAS AS FAMILY REUNIFICATIONS AND INFORMATION. IN DOING SO, HE COULD POINT OUT NEED FOR MEANINGFUL IMPLEMENTATION BY SOVIETS

IN THESE AREAS IN ORDER TO CREATE CREDIBLE USSR IMPLEMENTATION RECORD FOR BELGRADE FOLLOW-UP MEETINGS. SUCH SOVIET ACTION WOULD BE IN INTEREST OF USSR SINCE IT WOULD INDICATE TO THE WORLD THAT THE RESULTS OF THE CSCE, WHICH THE SOVIETS VIEW AS A MAJOR EAST-WEST ACHIEVEMENT, ARE ACTUALLY BEING IMPLEMENTED.

5. FOR BERN, VIENNA, STOCKHOLM AND HELSINKI: YOU SHOULD TRY TO MEET WITH CSCE OFFICIALS TO CONVEY ABOVE POINTS PRIOR TO COORDINATION MEETING OF FOUR "MAIN" NEUTRALS IN VIENNA NOVEMBER 22-23.

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